

# CRM BULLETIN

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## **Cultural Resources, The U.S. National Park Service, and International Cooperation**

### **The First in the Americas**

**William Penn Mott  
Director, National Park Service**

On the occasion of the eighth triennial General Assembly of the International Council of Monuments and Sites (ICOMOS)—the first of its assemblies outside Europe as well as the first in the Americas—the U.S. National Park Service is pleased to commemorate this event with a special edition of our Cultural Resources Management Bulletin. Generally, the audience of the Bulletin has been our own colleagues in the NPS and our historic preservation counterparts on the state and local level and in the private sector. It has been conceived essentially as a disseminator of information, as an assessment of the "state of the art," and as a provocateur to instigate new achievements. This special edition of the Bulletin, however, has been designed to acquaint both the delegates to the General Assembly and our regular readers with the cultural heritage programs of the NPS which have international dimensions.

Because so many activities of ICOMOS are intimately involved with NPS activities, it is a great pleasure to greet our international colleagues who are attending the ICOMOS General Assembly and to offer our help in making your visit to the United States professionally and personally rewarding. Welcome!

# Misconceptions?

**Jerry L. Rogers**

**Associate Director, Cultural Resources, National Park Service**

The international community and the majority of the public in the United States perceive the U.S. National Park Service as first and foremost the custodian of great natural areas. Yet, since its inception in 1916, the NPS has also been the caretaker of sites, structures, and objects of historic, artistic, and anthropological significance. For example, the first four national military parks associated with our Civil War which were created between 1890 and 1899—Chickamauga/Chattanooga (Georgia/Tennessee), Shiloh (Tennessee), Gettysburg (Pennsylvania), and Vicksburg (Mississippi)—and our first federally protected archeological site (Mesa Verde) became the responsibility of the National Park Service after it was established by Congress. The NPS has been in the cultural resource management business from its inception.

However, it took time to attain the necessary scientific, technological, and research expertise to manage a national program to conserve the cultural properties owned by the National Park Service. Because of this developing expertise, the NPS also became the overseer in the 1960s of most of our federal programs which involve the preservation of our cultural heritage. This "outreach" program started in many ways with the creation of the Historic American Buildings Survey (HABS) in 1933 during the depths of the Depression. It was at first a "public works" measure to provide economic assistance to architects; however, it was soon recognized that HABS was the beginning of our national archives of historic architecture, which was to be housed at the Library of Congress. The NPS, the only federal agency which had any professional expertise relating to the preservation of historic architecture, became the administrator of the operational aspects of this program. From then on most federal programs relating to historic preservation have come under the purview of the National Park Service.

Today the Service administers 190 park units which are cultural heritage sites; it maintains over 16,000 historic structures; and it is the caretaker of over 25 million museum objects. Many of these sites, objects, and structures are also ethnographic resources because, while created in the past, they play dynamic roles in the family, religious, or other lifeways of associated communities even today. And, although we have yet to enumerate, classify, or fully manage them, we know that natural resources often assume cultural or ethnographic meanings as places of spiritual renewal or worship, sources of sustenance, and residence.

More and more the NPS has been given responsibilities which Ministries of Culture have in other countries. We, therefore, share intimately the concerns and interests of our professional colleagues who are attending the eighth General Assembly of ICOMOS. We are most pleased to participate with US/ ICOMOS in supporting this manifestation of international good will.

# This Issue of the CRM Bulletin

**John Poppeliers**

Most of the articles in this special issue of the *CRM Bulletin* demonstrate the National Park Service's long-term commitment to the international community and to the preservation of the cultural patrimony. Many other aspects of this commitment deserve to be reviewed in greater detail, but can only be mentioned here in a cursory way because of space constraints. Not mentioned in any detail are the NPS activities undertaken as part of international bi-lateral treaties or agreements (e.g., the 1972 USSR/US Agreement on Cooperation in the Field of Environmental Protection; the 1979 People's Republic of China/US Cultural Agreement; and the 1983 Spanish/US Agreement on Friendship, Defense, and Cooperation, which includes certain exchanges and projects relating to the 1992 Christopher Columbus quincentennial celebration). Not discussed are the exchanges and projects which are being arranged in India and Pakistan using monies originally made available under U.S. Public Law 480 (P.L. 480: "Agricultural Trade Development and Assistance Act of 1954, as Amended"). This edition of the *CRM Bulletin*, which was designed and printed in India, was made possible because of this law.

I cannot resist mentioning also that P.L. 480 funds under the US/ India Endowment Fund will allow NPS professionals to cooperate with their India counterparts in developing that country's first national historical park—the Taj Mahal Historical Park. The Indian Ministry of Tourism has requested this assistance. Also these funds will be used to assist the School of Planning and Architecture in New Delhi develop a graduate-level conservation program.

Special thanks go to Robert C. Milne and Richard J. Cook of the NPS Office of International Affairs for their role in making these cooperative projects possible and for arranging for this special edition of the *Bulletin* to be designed and produced in India by Print Service, New Delhi. None of these collaborative efforts could have been developed without the assistance of the U.S. Embassy in New Delhi particularly as manifested by their Counselor for Scientific and Technological Affairs, S. Ahmed Meer, and Science Officer Vir Vikram Nanda.

Two articles in this Bulletin do not relate directly to NPS international activities, i.e., Chief Historian Bearss' article on the "maritime initiative" and Chief Curator Hitchcock's article on computerizing NPS collections. They have been included because the relatively new developments they discuss may serve in part as models or initiatives for other countries.

An NPS organizational chart has been inserted in this issue of the Bulletin. Key professionals, with telephone numbers, are listed in order to assist ICOMOS delegates in contacting their NPS counterparts. We hope this will facilitate further international exchanges of knowledge and experience.

Dr. John Poppeliers is the NPS international liaison officer for cultural resources. Until recently he was a member of UNESCO's secretariat in Paris, where he was in charge of international campaigns to safeguard monuments and sites and of training in the field of conservation.

# US/ICOMOS and the National Park Service

**Terry B. Morton**

The partnership between the private and public sectors is one of the characteristics of the preservation movement in the United States. The National Park Service works with a wide range of local, state, regional and national preservation organizations to carry out its cultural resources program. On the international level, the NPS's partner is US/ICOMOS. Acting as a focus for cultural resources information exchange in the U.S., it is one of 66 national committees of ICOMOS that form a worldwide alliance for preservation and protection of historic buildings, sites and districts. US/ICOMOS cooperates with the NPS to represent the U.S. preservation movement to the international community, while at the same time linking American preservationists with the world preservation community.

The major institutional member of US/ICOMOS since its inception has been the National Park Service. In 1965, with American preservationists in attendance, the first meeting of ICOMOS was held in Warsaw, Poland. That same year, NPS officials and representatives of other American preservation institutions were actively involved in forming the United States committee of ICOMOS. This involvement paralleled the NPS's support of ICOMOS' counterpart nongovernmental organization for natural areas. In 1975, Ernest Allen Connally, then an Associate Director of the National Park Service, was elected Secretary-General of ICOMOS. Since Dr. Connally could devote only brief periods away from his NPS duties, Ann Webster Smith was assigned by the Service to the ICOMOS Paris Secretariat as Deputy Secretary General for three years during Dr. Connally's term.

The National Park Service support of US/ICOMOS has continued over the years. In 1984, US/ICOMOS received its first Congressional appropriation through the NPS and signed a cooperative agreement with the agency. The agreement has enabled the NPS and US/ICOMOS to participate in many joint endeavors that reflect the common interests of both organizations.

The focus of the cooperative agreement between the National Park Service and US/ICOMOS is each organization's interest and involvement in the World Heritage Convention. The purpose of the Convention, adopted in 1972 and ratified by 83 nations, is to identify and protect cultural and natural sites that have worldwide significance. ICOMOS reviews nominations of cultural sites to the World Heritage List, and another international organization provides professional consultation for natural sites. In the United States, leadership for implementing the Convention rests with the Secretary of the Interior. US/ICOMOS has observer status on the Federal Interagency Panel for the World Heritage Convention. Under the cooperative agreement with the National Park Service, US/ICOMOS carries out programs of evaluation and information relating to the World Heritage Convention in the United States. A specific portion of the four federal appropriations (1984-1987) to US/ICOMOS was allocated for World Heritage programs undertaken with the office of International Affairs, National Park Service.

The result of the joint World Heritage program is a number of National Park Service—US/ICOMOS activities designed to enhance U.S. participation in the Convention on the international level and increase awareness of it within the U.S. Since 1984, US/ICOMOS has sponsored World Heritage Day, an annual lecture and reception that highlights World Heritage sites in the U.S. and abroad. In 1985, with the assistance of the NPS, US/ICOMOS published a brochure, "World Heritage—A Shared Inheritance," for distribution at World Heritage Sites in the U.S. In October 1987, an exhibition on the World Heritage Convention, prepared in cooperation with the NPS's Harpers Ferry

Design Center, will be displayed for the first time. Created to explain the purpose and work of the Convention and describe U.S. World Heritage Sites to the general public, it will be exhibited at national parks throughout the country. In order to keep Americans informed about international developments relating to cultural resources and World Heritage, US/ICOMOS publishes a biannual newsletter and the list of World Heritage Sites for distribution to its members and the public. (For copies of the brochure, newsletter and list, write US/ICOMOS, 1600 H Street, NW, Washington, DC 20006.)

US/ICOMOS also assists the National Park Service in maintaining a high level of involvement with the Convention on the international level. Working with NPS staff, it helps develop standards and procedures for nominations of American cultural resources as World Heritage sites. In the past year, US/ICOMOS supervised and conducted studies for potential nominations. As a result of this preparatory work, a nomination for a Thomas Jefferson theme with Monticello and the University of Virginia is pending before the World Heritage Committee and will be reviewed in November 1987. Further studies and nominations are planned.

Another area in which the National Park Service and US/ICOMOS have worked together is the training of young preservationists from around the world. Under the auspices of the Summer Intern Program and Summer Documentation Project, 19 foreign students and young professionals have spent 12 weeks working on preservation projects throughout the United States. The majority of program participants joined summer documentation teams of the Historic American Buildings Survey/Historic American Engineering Record. Others were placed at individual parks or offices, such as Independence National Historical Park, Lowell National Historical Park, and the NPS Chief Historic Architect's office. In exchange, 13 Americans completed internships with preservation organizations in the United Kingdom. The purpose of the programs is to provide an opportunity for the next generation of cultural resources managers to learn about historic preservation techniques abroad and develop working relationships with foreign colleagues.

US/ICOMOS also assists the National Park Service in international cooperative projects between the United States and other countries. In 1992, the U.S. will celebrate the quincentennial of the founding of the Americas by Christopher Columbus. This has stimulated new study of the nation's Spanish heritage. In association with the National Park Service, US/ICOMOS is conducting a one-year project to prepare a "Preliminary Inventory of Nationally Significant Spanish Colonial Sites in the United States." It focuses primarily on public-owned sites and will bring together basic information from a variety of sources. The purpose of this project is to encourage the study of Spanish cultural resources in the United States and in other countries with a Hispanic heritage.

As the primary Federal Government agency with responsibility for historic preservation, the National Park Service is taking an active part in assisting US/ICOMOS in hosting the 8th ICOMOS General Assembly and Scientific Symposium, which will be held in Washington, DC in October 1987. Convened every three years, this General Assembly is the first one to take place in the western hemisphere and will focus on the theme, "Old Cultures in New Worlds." Approximately 600 preservation professionals are expected to attend, representing countries throughout the world. For many delegates it will be their first, and perhaps only, opportunity to visit the United States and learn about this country's cultural resources. For American professionals, it will be a chance to meet foreign colleagues and exchange information about preservation methods and techniques.

In order to accomplish a successful exchange and to highlight cultural resource management in the United States, the National Park Service became one of two principal co-sponsors of the ICOMOS General Assembly. (The other principal cosponsor is the National Trust for Historic Preservation.) Part of the US/ICOMOS four annual appropriations through the NPS have been allocated for planning the General Assembly. These NPS funds are crucial, not only in allowing US/ICOMOS to complete the necessary pre-meeting work but also in helping to leverage additional funds from the private sector.

Recently, John Poppeliers was assigned to the office of the Associate Director, Cultural Resources, as international liaison officer and is assisting US/ICOMOS on joint events. Special arrangements are also being made to receive foreign colleagues at Harpers Ferry National Historical Park and a number of other NPS historic sites in the Washington, DC area.

By combining private and public efforts on the international preservation level, the National Park Service and US/ICOMOS are accomplishing many projects that would not be possible if they worked alone. Together, the National Park Service and US/ICOMOS are serving as the United States preservation "window on the world."

Mrs. Terry B. Morton has been the Chairman of US/ICOMOS since 1980. Formerly she was a Vice President of the U.S. National Trust for Historic Preservation and the publisher and editor of its Preservation Press.

# **International Technical Assistance: NPS Landscape Architects Abroad**

**John W. Bright  
Raymond Freeman**

The American idea of a "national park" started in 1872 when Yellowstone became the world's first national park. Since then the National Park Service, which eventually became the agency responsible for Yellowstone, has gained a national reputation for excellence in park planning and design. As a consequence, countries from all parts of the world have requested and received park planning, design and management help from the National Park Service. These requests are coordinated by the Service's Office of International Affairs.

Because of the planning and design expertise needed to provide assistance, landscape architects are most often included on park and recreation planning and design teams for international projects. Consequently, NPS landscape architects have served many times as team leaders working in such countries as China, Greece, Guatemala, Honduras, India, Jordan, Morocco, Panama, Saudi Arabia, Tanzania, Tunisia, Turkey, and Venezuela. Through these teams, landscape architects have made significant contributions to environmental conservation in many developing countries. This work has often been involved with some of the world's most cherished natural and cultural environments. While natural-resource-based parks have dominated this work, these NPS professionals have provided consulting services on world-class cultural resources. Moreover, like the American experience, natural parks everywhere enfold cultural values.

Two Central American cultural parks for which NPS landscape architects provided consultant services were Tikal in Guatemala and Copan in Honduras, both World Heritage sites preserving two of the Mayan civilization's most important centers. A United States-trained landscape architect with the Peace Corps is currently posted at Copan where there is a major focus on research, stabilization, and visitor services. In Panama, an NPS landscape architect provided consulting services to their national parks department, which has considerable cultural responsibilities.

Another United States-trained landscape architect continues to provide direct assistance to the Kuna Indians in their conservation activities on Panama's Caribbean coast.

Other NPS teams with landscape architects have worked at the ancient Olympia site in Greece and at major cultural sites in Jordan. Individual NPS landscape architects have provided services at Ngorongoro Crater Conservation Area in Tanzania, a natural area which encompasses a sizable indigenous population of the proud Masai people. Another natural cultural park consultancy involved Orchid Island, Taiwan's fifth national park and home for a unique group of Polynesian people, the Yamis.

National Park Service landscape architects are currently involved in Sri Lanka and Morocco, where their efforts are primarily aimed at natural and recreation resources. However, cultural values are extremely important and will be reflected in their work.

A project, completed in 1982 for the Al Hassa/Uqair National Recreation Park in Saudi Arabia, had as a goal the preparation of conceptual plans, sketches, priorities and cost estimates for recreational development and interpretation of the natural, cultural, and historical resources of this large oasis area. The landscape architect who led the team was assisted by two more NPS landscape architects.

In Venezuela, an NPS official visited the country to make a reconnaissance survey of several existing areas set aside as national parks. From the results of the survey, highest priority was given to the preparation of a full master plan for an outstanding natural resource area known as "Canaima," later renamed Gran Sabana National Park. An NPS

team headed by a landscape architect and assisted by another landscape architect-prepared the plan.

Unlike the U.S. National Park Service, most foreign park management agencies generally do not have responsibility for the preservation of cultural resources. Consequently, some of these agencies unintentionally neglect issues relating to the protection and management of cultural property. Thus, cultural sites have often been adversely impacted by contemporary development such as visitor facilities.

In response to these problems, NPS landscape architects have effected a significant measure of technology transfer. Principle among these transfers has been the concept of interdisciplinary planning, development and management of parks. Another contribution has been the implementation of a logical process for the planning of parks, including establishing objectives, inventorying and assessing resources, and considering alternative means of achieving objectives. The introduction of techniques for conceptualizing futures and solutions has been a positive contribution of NPS planners.

As in United States national parks, NPS landscape architects have been instrumental in introducing the concept of harmoniously designed, appropriately scaled, and thematically oriented visitor and management facilities. They have stressed the importance of siting such facilities, so that they complement, rather than compete with, cultural and natural resources. Often this has included recommending the relocation of visitor and commercial facilities from key resource areas and of locating commercial services in nearby towns for greater economic return to local people.

This global program will undoubtedly continue to be in demand since more than 2,500 national parks or equivalent reserves have been established in over 120 countries around the world. India which is planning to develop its first national historical park, the Taj Mahal National Historical Park, recently requested NPS expertise.

There is one other point to be made. The National Park Service does not fully fund the program and the studies for this international work. A country which requests help from the National Park Service usually enters into a cost-sharing program for such services because of the Service's proven expertise in park planning, design, development, and management.

In addition, another cultural resources program of the NPS, the Historic American Buildings Survey, has made documentary records of historic landscape designs since the 1930s. Illustrated here are measured drawings from the 1986 HABS project to document the ca. 1915-36 Meridian Hill Park in Washington, DC.

"Jay" Bright is currently Assistant Manager of the NPS Denver Service Center, with professional experience in France, Honduras, Sri Lanka, Taiwan, Tanzania, and West Germany.

Ray Freeman retired as an NPS Associate Director in 1977. His office had oversight responsibilities for the International Park Affairs Program. He is now the Government Affairs Consultant with the American Society of Landscape Architects (ASLA).

Both are Fellows of the ASLA and are ASLA delegates to the International Federation of Landscape Architects.

# International Technical Assistance: Park Planning in Jordan

Hugh C. Miller

The U.S. National Park Planning Team in the Hashemite Kingdom of Jordan, organized in 1965, was the first NPS multi-disciplinary planning team to provide technical assistance to a foreign government under the U.S. Agency for International Development (USAID) programs. The project grew out of interest by Jordan and the U.S. to develop and enhance the tourism industry as a foreign currency earner for Jordan. When this project was conceived, considerable money had already been spent in public relations for the market development of "destination image" as well as construction of new hotels and related infrastructure for tourism. However, as tourists arrived, it became apparent that there was a major impact by the visitor on the destination areas—biblical and classical antiquity sites.

The initial effort to enhance these sites were projects for excavation and restoration of features under the direction of the American Schools of Oriental Research (ASOR). [The ASOR is a scholarly organization founded in 1900 to encourage research and education in the Middle or Near East—from Cyprus in the west to Iraq in the east. ASOR has three overseas centers to further its work: Jerusalem, Amman, and Nicosia. The subjects of research range from the prehistoric, through the classic, to Islam. ASOR has also provided assistance for the protection and management of cultural sites.] For a variety of reasons the pre-1965 ASOR project team in Jordan was never fully staffed and therefore some USAID and Jordanian officials became concerned that there was a lack of coordination between enhancement/development and protection of the resources. The Jordanians were predisposed to the idea of a NPS planning team. A British applied ecology expedition, organized in 1963 by Guy Mountfort and including Max Nicholson, Sir Julian Huxley and others, had recommended the establishment of Jordanian National Parks as the "road to survival." Their report to King Hussein outlined the administrative, scientific and supervisory requirements of a national park system that was based more on the U.S. model than on the British system of protecting park values by zoning.

However, their vision was years ahead of ours. They called for parks with large land areas, e.g., the Desert National Park would be 1500 square miles. It would not only have outstanding natural resources and antiquity sites, but also provide a place for the Bedouin to continue their traditional life ways. They expressed concern that the Bedouin not be treated as the American Indians had and put on reservations. They saw the national parks as managed natural areas with a native population and enclaves of historic places protected and used for tourists in order to stimulate economic development and foreign exchange.

Their proposal included three large parks and two small parks that would conserve and regenerate the national resources of the desert protect the historic places and provide for continuity of cultural traditions. These parks would be demonstrations to the world that conservation could also provide a living cultural and economic asset to a nation.

Initially, USAID and the NPS were not ready for the comprehensive scope of this proposal. (This was almost 20 years before the Alaska parks, Native American Rights, and a NPS ethnographic program.) The USAID park planning project that was finally approved by NPS, the Department of State, and the Jordanian government was to prepare master plans for smaller antiquity sites that already had a tourist use.

The study areas included Qumran, site of the Dead Sea Scroll caves; the cities of Sebastia and Jerico with their biblical and classical sites; the city of Petra; Jerash, one of the Roman cities of the Decapolis; and the core of the ancient city of Philadelphia, presently

Amman, and the outlying defenses of earlier Iron Age towers. For the first time in Jordan this planning effort brought together the concept of resource protection, development of visitor services and design of an interpretation program. The latter was essentially nonexistent.

In 1965, the Park Service had a well-developed planning process that had its roots in the initial development of the first parks in the years just before and after World War I. These evolved into planning and design principles that were used in demonstration parks under the public works programs of the 1930s. This institutionalization of the master planning concept had become a highly sophisticated process by 1966. The application of the park master planning process was well tested on a variety of natural historic sites and recreation areas during this expansion of the National Park System, which was known as Mission 66.

Gordon Fredine, chief of park international affairs and his deputy Myron Sutton proposed the use of this concept as well as the concept to establish a National Park Service in Jordan which would administer the designated areas. A three-tiered project was developed in a cooperative agreement between USAID/NPS and the Jordanian government whereby master plans for six designated sites would be prepared. The NPS also would train Jordanians in park management, planning, operations and administration. The NPS would participate in actual physical development of a model park. This work would be accomplished in several phases, taking between six and eight years. The multidisciplined planning and ruins stabilization team was organized and led by George F. Baggeley, then deputy director, Midwest Region. The team included a planner, architect, landscape architect, engineer, archeologist and an interpreter as well as the stabilization team of two archeologists, an engineer and an architect, all of whom were supported by an administrative assistant and Jordanian professional counterparts and secretaries.

Working through a USAID public administration consultant at the ministerial level, the concept of a new ministry with tourism, antiquity and parks was proposed. The establishment of this ministry would use the basic legislative authorities with well-defined roles for each of the participating partner-organizations. While the planning team was in Jordan, there were preliminary moves in this direction, but it has now been accomplished. This concept of a Ministry of Tourism, Antiquity and Parks (TAP) has merit and could be considered by other nations, including the United States.

The Jordan planning team had opportunities to learn more than just adapting the U.S. park planning process to the particular needs of another culture. There was an opportunity to observe the redirection of national policy and the activities of public administration in the politics of government operations. There were opportunities also to "plan big" for tourism routes and road networks that would provide a variety of scenic experiences on arrival routes, and the development of alternative tours with itineraries to places of special natural and historic interest. We developed a working relationship with a professional intergovernmental organization—the International Centre for the Study of the Preservation and the Restoration of Cultural Property (ICCROM) in Rome—long before the U.S. became a member, by using the Jordanian membership. We learned techniques for the conservation of mosaics and painted plaster and about the post tensioning of reassembled classic columns and beams from Professor Haroutune Kalayan of Lebanon. He expressed his concerns, now fulfilled, about the high costs and rate of obsolescence of the son et lumiere systems that were the rage of the tourist development programs at historic sites. The physical installation and the operation of the system caused major physical and aesthetic impacts on the sites and structures and are only economically viable with large subsidies for construction, operations and maintenance.

Although the development of the administrative entity of TAP was very slow, the planning process proceeded and included meeting with administrators at all levels to reinforce their roles. Recommendations were made regarding operational activities for tourism, antiquities and parks in all master plans. There were features in these master plans for administrative, organizational and physical planning that were innovative. These

included a proposal to use an existing national program to educate and even resettle Bedouins in order to prevent overgrazing and thus reduce sand erosion of the monuments in Petra. A highway economic analysis was made to support engineering studies for new alignments of the Damascus Road away from the ancient site of Jerash. Greenbelt open space planning using the ring of Iron Age signal towers around the city of Amman was proposed. There were concerns about people as resources. The question of how to bring visitors into villages and not change local lifeways was often asked and never resolved.

The events of the Six-Day War interrupted the team's work and when the project was resumed six months later, the scope was reduced to completing the master plans for the three areas on the East Bank. The ensuing political situation since we left Jordan at the end of 1968 has not been conducive to the full development of tourism. But good things have happened. The Tourism, Antiquity and Parks Ministry has been established. Staff has been trained and work is continuing at the antiquity sites. Park development is progressing slowly, e.g., recently a British planning team for Petra revalidated our master plan published in 1968.

The exchange of technical and management information with foreign countries about national parks was well established by the 1960s, but the project formulated in 1965 to provide comprehensive planning assistance to Jordan was a first in many ways. This project was conceived as part of USAID's economic development program to protect world-class antiquity sites while developing tourist destination areas. This was the first formal NPS involvement in what is now called cultural tourism. The project was organized to provide for development of a centralized management of a system of parks that, like the U.S. model, would protect the natural and cultural values of the resources, provide interpretation to visitors, and plan for development of visitor access and accommodation that would be compatible with the resource.

The Jordan Park Planning Project was the first for NPS and USAID. It was ambitious. There were failures, disappointments and all the goals were not reached. But there were many accomplishments and lessons:

- \*The plan must recognize the characteristics and limitations of both natural and cultural resources, which may include existing resident populations.

- \*Single resource or one-significant-period parks do not exist in spite of legislation.

- \*Park professionals gathering basic data, preparing plans and writing action documents must have skills beyond their traditional disciplines. Ecologists should be able to do history research; historians must be able to relate facts to actual places and things; archeologists should be able to understand vernacular architecture; architects should be able to explain material culture; and landscape architects should understand the historic succession of plant materials.

- \*People with additional skills must also be on the park planning and management team: cultural anthropologists or ethnographers who understand the goals of tourism and of resident communities; public administrators who know how to use the local, state and national political systems for the purpose of effecting change for resource protection.

- \*Parks with zones that decrease the intensity of protection and increase compatible use may be an alternative for total protection in fee ownership. Parks should be recognized as more than special places with natural features, cultural landscapes, historic structures, important objects and archeological reserves. They usually have a native population and often have adjacent land with similar resources. Protection of these resources in their broadest context requires a full understanding as to how different cultures value these resources.

\*There is the fact that, once national parks have been "defined," they have economic value, and their development can be financed from other than traditional sources. The implementation of comprehensive park plans that encompass the community or region and the private as well as the public sector usually can be financed with economic development funds or leveraged by a private development bank.

These accomplishments and lessons were eventually applied to the development and implementation of the Turkish parks planning that used four of the same team members and completed 11 park master plans between 1969 and 1971.

This experience in Jordan has been of use to many countries, and particularly to the United States. Too often the activities of tourism promotion and planning, of studying and understanding natural, cultural and ethnographic resources, and of protecting these resources and providing for appropriate use and enjoyment are fragmented and buried in different government departments or ministries with other higher priority objectives. National parks of the future will combine the lessons learned from around the world. They will have an economic base in tourism and financing in economic development and foreign exchange. The resource protection of the natural and built environment will be based on the application of values as understood by both residents and visitors. The park will be operated with less direct national government ownership and more cooperative control with coordinating organizations at each level of government not unlike Jordan's Ministry of Tourism, Antiquity, and Parks. Perhaps in the future, however, the nouns should be rearranged.

Hugh C. Miller is Chief Historical Architect of the National Park Service and a Fellow of the American Institute of Architects. He was deputy team leader of the Jordan Planning Team (1966-68). He subsequently worked in Turkey on a similar project and has consulted and lectured on preservation planning conservation of monuments and districts and management of cultural properties world-wide.

# The First World Conference on Cultural Parks

**Robert C. Heyder**

The idea for a world conference first came to mind in the fall of 1979, as Mesa Verde National Park began plans to observe its 75th anniversary in 1981. In 1980, a steering committee composed of park, regional, and Washington office personnel of the National Park Service was established; and by September of 1984, the First World Conference on Cultural Parks had become a reality.

From the beginning, the steering committee agreed that Mesa Verde in Colorado would be an appropriate location for the conference. For Mesa Verde was the first national park in the world to be established primarily for its archeological significance. It represents the first major effort by a national government to preserve and protect a superb and extant ensemble of prehistoric ruins for the enjoyment and inspiration of all the people. In addition, concern for the preservation of the cliff dwellings of the Anasazi was largely what spurred the U.S. Congress to enact the Antiquities Act of 1906, the year that Mesa Verde was proclaimed a national park by Congress. This Act became the basis for the establishment of the U.S. national parks and monuments and for the preservation of sites and objects of historical and archeological value. What more appropriate surroundings than to hold a conference dealing with the preservation of cultural properties and areas at Mesa Verde, also a World Heritage Site since 1978.

By November of 1983, sufficient private funds had been raised to obtain approval for the conference from then NPS Director Russell E. Dickenson. From that point on, there was no turning back, and the four loci of planning that had evolved (Mesa Verde; the NPS Rocky Mountain Regional Office; the NPS Denver Service Center; and the NPS Washington Office) shifted into high gear. Douglas H. Scovill, NPS chief anthropologist, coordinated the office tasks, while the program committee, chaired by Dr. Muriel Crespi, anthropologist in the NPS Anthropology Division in Washington, was responsible for designing the technical program. Dr. Crespi and I were joined on this committee by Dr. Jack Smith, chief of the Mesa Verde park's Research and Cultural Resources Management Division; John Albright, program manager at the NPS Denver Service Center; and Andrew Kardos, interpretive specialist, NPS Rocky Mountain Regional Office.

Control and direction remained with Mesa Verde for overall logistical planning in the park, as well as coordination of activities at the Regional and Denver Service Center offices. I worked closely with the Washington offices. The park staff, primarily management assistant Douglas Caldwell, park ranger Cindy Orlando, park planner Larry Stein, the superintendent's secretary Lavella Pyle, and clerk Jan Bowers shouldered the responsibilities for local arrangements, fund-raising, and park logistics.

The conference was dedicated to the late Gustaf Erik von Nordenskiöld, a native of Sweden who is generally recognized as being the first individual to systematically study the physical remains of the Anasazi culture found at Mesa Verde. The conference's theme, Preservation and Use, reflected the two-sided and sometimes confounding nature of the National Park Service mission. The three sub-themes of Technology and Preservation, Tourism and Use, and Cultural Parks and Native Cultures, provided the basic building blocks for organizing the five-day conference.

The sub-theme chairs, with the assistance of rapporteurs and clerks, provided a summary of all the papers and discussions for that sub-theme to the entire conference on the last day of meetings. Jerry L. Rogers, Associate Director, Cultural Resources, in the NPS Washington Office, was chair for Technology and Preservation. He was assisted by two co-chairs: Brian Egloff, Project Manager, National Parks and Wildlife, Port Arthur,

Tasmania, Australia; and Mrs. Terry Morton, Chairman, United States Committee of the International Council on Monuments and Sites (ICOMOS), Washington, DC.

Lester Borley, Director of the National Trust for Scotland, served as chair for Tourism and Use. Serving as co-chair was Priscilla Baker, Special Assistant to the NPS Director (Tourism). The sub-theme of Cultural Parks and Native Cultures, was chaired by Manuel Esparza, Director of the State Archives, Oaxaca, Mexico. Co-chair was Maria del Carmen Molestina Zaldumbide, Chief of Archeology and History, National Institute of Cultural Heritage, Quito, Ecuador.

The Director of the National Park Service was general chairman; L. Lorraine Mintzmyer, NPS Rocky Mountain Regional Director, served as the Secretary General; and the superintendent of Mesa Verde served as the deputy secretary general.

Russell E. Dickenson called the proceedings to order on September 17, 1984. Conference participants were welcomed by the regional director and Mesa Verde superintendent; and by the Honorable Karl-Erik H. Andersson, Consul General of Sweden, and the Honorable Ray Kogovsek, U.S. Representative from Colorado; and former NPS Director Conrad Wirth. Mr. Dickenson presented the keynote address followed by addresses from the three sub-theme chairmen.

During the week, participants heard a total of 71 papers and participated in several workshops on preservation, museum programs, and cultural or social assessment methods. On Friday, September 21, the sub-theme chairs summarized their sessions and Mr. Dickenson guided deliberations on resolutions and recommendations.

Lively exchanges marked Friday's deliberations on issues facing the cultural resource preservation community. Crystallizing the group's interests were recommendations and resolutions generally urging more effective attention to the protection of cultural areas, properties, and the lifeways of associated native or other local peoples. A strong consensus supported the particular concerns, that included more efficient resource inventories, greater collaboration among a nation's preservation and conservation agencies, and cooperation between nations as well as between nations and international agencies.

Attention to the indigenous groups associated with cultural parks signaled one of the discussion's innovative thrusts. Not only the physical welfare of communities that might be incorporated into preservation or conservation areas but the very survival of their traditional lifeways, which preservation actions might inadvertently threaten, drew the conferee's notice. If the conference succeeded in doing nothing else, it heightened the participants' awareness of the need to view living communities and their cultures as precious resources worthy of protection, regardless of whether a group represents the continuation of a historic or prehistoric culture. The goals and needs of the communities that give vitality to objects or properties must be incorporated into the management of the total resource.

Conferees also agreed to urge nations to cooperate in the cause of preserving the world's patrimony. In addition, participants were exhorted to identify their respective country's sites, cultures and ecosystems; present the deliberations and resolutions of the conference to the appropriate existing international organizations, to report on the status of the world's indigenous communities at the next world conference; and to encourage all nations to work toward reducing pollutants that degrade the cultural and natural heritage of the world.

Many individuals, corporations, foundations, and cooperating associations donated money, and goods and services to the park in support of the conference. Without this support, the conference would not have been possible. Grants from foundations totaled \$29,400. Business and corporate giving (including the park concessioner) amounted to \$11,100. Seventeen cooperating associations (including the Mesa Verde Museum Association; the National Geographic Society, the US/ICOMOS; and the National Trust for Historic Preservation) contributed \$35,260 toward the effort. The remainder of the \$100,826 represented individual donations and goods and services from the National Geographic Society, Lane Publishing Company, ARA Leisure Services, and the Mesa

Verde Museum Association. In addition the Colorado State Historical Society is editing the proceedings of the conference.

An indication of the conference's success and value to the participants was the call for a second such gathering within the next three years. An invitation was issued by the Yugoslav government to have the meetings in that country. The U.S. National Park Service and Mesa Verde National Park are proud of their role in originating what is hoped will be many future international gatherings dedicated to preserving the world's cultural resources.

Robert C. Heyder is the Superintendent of the Mesa Verde National Park in Colorado.

# World Heritage Convention

**Ernest Allen Connally**

The Convention Concerning the Protection of the World Cultural and Natural Heritage was adopted on November 16, 1972, by the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO), meeting in Paris in its 17th session. It entered in force on December 17, 1975, 3 months after the 20th Member State of UNESCO had deposited its instrument of ratification or acceptance with the Director-General of UNESCO, as stipulated in the convention. By early 1987, a total of 92 nations had ratified or accepted the convention. The convention recognizes the existence on this planet of natural creations of such significance and human works of such distinction that together they constitute a heritage of outstanding value common to all mankind. In the convention, the natural heritage is defined as encompassing the following:

- natural features consisting of physical and biological formations or groups of such formations which are of outstanding universal value from the aesthetic or scientific point of view;
- geological and physiographical formations and precisely delineated areas which constitute the habitat of threatened species of animals and plants of outstanding universal value from the point of view of science or conservation;
- natural sites or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty.

In the convention, the cultural heritage is defined as encompassing the following:

- monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archeological nature, inscriptions, cave dwellings and combinations of features which are of outstanding universal value from the point of view of history, art or science;
- groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science;
- sites: works of man or the combined works of nature and of man, and areas including archeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological points of view.

The discrete components of the world's natural and cultural heritage are found within the territories of the sovereign nations of the earth. It follows then that individual nations have the duty of stewards for the portions of the world heritage under their control. It also follows that individual components considered as making up the collective whole of the world heritage also require a higher and broader level of attention and care. This imposes upon the community of nations the obligations of cooperation and assistance to protect and maintain this heritage for all. This is the essence of what the World Heritage Convention is about.

In adopting the convention, the General Conference observed that the world heritage is increasingly threatened by damage and destruction, that its parts are unique and irreplaceable, and that the loss of any one element is an impoverishment of the heritage of all. It observed that the means of protection at the national level often remain insufficient

because of the scale of resources required. Since the preservation of the parts is necessary for the protection of the whole, it is incumbent upon the international community to participate in the protection of this heritage in its entirety. The stated purpose of the convention is to establish an effective system of collective protection of the natural and cultural heritage of universal value to all mankind. The system is required to be organized on a permanent basis in accordance with modern scientific methods. The convention sets forth definite provisions to carry out its purpose. It provides for the Fund for the Protection of the World Cultural and Natural Heritage, which is financed by contributions from the States Parties to the Convention and by other contributors and gifts. It specifies conditions and arrangements for assistance to those countries that need it in order to carry out their responsibilities under the convention. International assistance can be technical or financial or both. The convention requires the States Parties to develop adequate national inventories of cultural and natural resources, from which nominations may be made, against established criteria, for inclusion in the World Heritage List. The World Heritage List is the fundamental definition of that which constitutes the recognized heritage of outstanding universal value. At the beginning of 1987, a total of 247 cultural and natural properties, located in 59 countries, had been entered on the World Heritage List. The convention also calls for the publication of the List of the World Heritage in Danger.

The international authority named to implement the convention is the Intergovernmental Committee for the Protection of the Cultural and Natural Heritage of Outstanding Universal Value, in short the World Heritage Committee. It is now composed of 21 nations that have ratified or accepted the convention. The committee is chosen by the whole of the States Parties to the Convention, which meet in general assembly for a day during the ordinary session of the General Conference of UNESCO. (Since the General Assembly of States Parties to the Convention is an authority unto itself, the withdrawal of the United States from UNESCO at the end of 1984 did not alter the status of the United States as a State Party to the World Heritage Convention.)

The World Heritage Committee is assisted by a secretariat within UNESCO. The convention directs the World Heritage Committee to cooperate with other organizations having similar objectives. It directs the Secretariat to use to the fullest extent, within their respective fields of competence and capability, these three in particular: the International Centre for the Study of the Preservation and the Restoration of Cultural Property (ICCROM), the International Council on Monuments and Sites (ICOMOS), and the International Union for Conservation of Nature and Natural Resources (IUCN). ICCROM is an international governmental organization seated in Rome and formerly known as the Rome Centre. Both ICOMOS and IUCN are international non-governmental organizations that have been accorded the status (Category A) of "consultation and associate relations" with UNESCO. ICOMOS is seated in Paris; IUCN at Gland, near Geneva, Switzerland.

Dr. Connally, Hon. AIA., is the Chief Appeals Officer in the National Park Service for historic preservation certification. Formerly Associate Director, he guided the Service's preservation program for many years. He was also the Secretary General of ICOMOS during the critical phase of implementing the World Heritage Convention.

The author has also prepared a monograph on "The Origins of the World Heritage Convention" which, in addition to being a general historical overview, focuses on U.S. participation. Publication is anticipated in late 1987.

# **The World Heritage Convention in the U.S.A.**

**James T. Charleton**

The World Heritage Convention has, in the simplest terms, established a world landmarks program. It is the contemporary version of the ancients' lists of the "wonders of the world." The Convention has incorporated the concepts of international recognition, protection, and mutual assistance in preserving humanity's common natural and cultural heritage. The Convention pledges nations to identify and nominate to the World Heritage List their outstanding examples of cultural and natural heritage. It also commits them to respect the heritage of other nations and to assist each other in the protection and preservation of these sites. It is challenging to consider ways in which this enabling concept can be refined and its reach and impact extended.

The United States can claim a measure of pride in being one of the nations that helped draft the Convention and the first to ratify it. The Convention, however, is not a self-executing document. Each nation must establish a system for its participation. The U.S. has implemented the Convention through the National Historic Preservation Act amendments of 1980, which set up a formal procedure for participation. The key elements in this procedure are the nominating and protective processes for U.S. sites and the manner in which the U.S. cooperates with the world community to protect and preserve World Heritage sites in other nations.

This article focuses on the selection of U.S. sites for nomination. Like all other States-Parties to the Convention, the U.S. nominates properties to the List on the basis of documentary research and recording and written studies. United States nominations are transmitted by the Department of State to the World Heritage Committee, which decides which properties will be inscribed.

The U.S. chaired the first World Heritage Committee, held in Washington, DC, in 1978. The NPS acts as the staff to an Interagency Panel on World Heritage, an official Federal advisory group that selects and reviews proposed U.S. nominations.

ICOMOS and IUCN play vital roles in the fulfillment of the World Heritage Convention. On the international level, IUCN and ICOMOS review nominations from the signatories to the Convention and cooperate in assistance missions and other activities that help nations preserve and manage their World Heritage sites.

ICOMOS and IUCN assist individual nations in their World Heritage activities. US/ICOMOS, for example, has been asked by Congress to assist the Department of the Interior in its World Heritage activities, and has sponsored major exhibitions, produced promotional materials and scholarly studies on the Convention, and prepared a United States nomination.

The task of identifying and preparing World Heritage nominations has required very careful consideration and analysis of what are the most outstanding and representative examples of natural and cultural heritage in the country. It has forced Americans to look at their national treasures in new ways. Neither excessive national pride nor undue modesty is appropriate, for all properties are judged by the World Heritage Committee against criteria of international significance.

To illustrate how stringently the criteria must be applied in practice, the example of Independence Hall is pertinent. In putting it forward, the United States relied not on the site's importance as the location of the writing of the preeminent American charters of independence and self-government, but demonstrated in the nomination how, in many places, in dramatically different circumstances, the two American documents have influenced humanity's struggles for national and self-government; the Declaration of Independence being quoted and followed in format, for example, in Ho Chi Minh's 1945

Declaration of Independence of the Democratic Republic of Viet Nam, and the preamble to the United States Constitution being dramatically echoed in the opening "We the Peoples" phrase of the United Nations Charter.

Likewise, in nominating the Statue of Liberty, the U.S. nomination document addressed not primarily the symbolic importance of the Statue, but its merit as an extraordinary gesture of international friendship—a gift from the French people to the U.S. that affirmed the long alliance of the two nations— and its expression of late-19th-century French engineering and art in the erection of a modern colossus. The dedication of the Statue of Liberty as a World Heritage Site was accomplished during the 1986 Centennial of the Statue and fittingly came at the conclusion of her restoration.

These choices for nomination, like the others put forward on an annual basis, have been weighed through a process that relies on scholarly evaluation as well as public suggestions. The selection of a property for nomination is not a simple task. All candidate properties must previously have been designated to be of national significance and must be either Federal reserves (such as national parks) or National Historic or Natural Landmarks; such properties must then be individually evaluated. The need to select appropriate architectural sites, a dilemma the U.S. has not yet resolved, shows the difficulties of such choices.

The tall buildings of the U.S. have contributed in a fundamental way to world architecture in the 20th century. But which examples should be selected? Which extant buildings are both well preserved and influential? Or should a group be nominated rather than one or two individual structures? In order not to make the selections arbitrary, the U.S. uses the concept of an open-ended inventory, termed the Indicative List of Potential World Heritage Nominations, which announces publicly those properties that may be considered for nomination. Not all properties on this list will be nominated, but all will eventually be considered, and the Indicative List itself will be refined based on evaluation and study.

The selection of La Fortaleza and San Juan National Historic Site in Puerto Rico for nomination to the List demonstrated how this concept was applied in the U.S. and how it needs to be applied on the international level as well. The Interagency Panel recognized the need for the U.S. to put forward for nomination an outstanding example of Spanish colonial military architecture, of which there are a number of valuable examples in the U.S. The San Juan sites were selected over other possibilities because of size, antiquity, preeminent historical role, and excellent state of preservation.

In putting the San Juan National Historic Site forward to the World Heritage Committee, the U.S. came to realize and felt it mandatory to point out that this nomination presented the World Heritage Committee with a significant choice, because Spanish colonial fortifications of similarly high merit ring the Caribbean. The U.S., therefore, supported what was certainly a judicious choice by the World Heritage Committee; that is, to inscribe on the List all the major elements in the great Caribbean system, including the fortifications of Cartagena, Colombia; Havana, Cuba; and Portobello-San Lorenzo in Panama, as well as San Juan. These sites, along with Spanish missions in the Western Hemisphere, which will be evaluated for possible nomination over the next few years, will form fitting centerpieces for the commemoration of the Quincentennial of contact between the Old and New World.

The World Heritage List will always be a highly exclusive form of recognition, focusing as it does only on those monuments and places that are singularly distinctive. For that reason, a nation's concern for these international treasures must be balanced with programs that attend to the needs for the preservation of places and structures of national and even local importance.

Properties of all levels of significance, it can then be said, merit our attention, both in our national programs and in our efforts at international cooperation. International cooperation does not need to limit itself to World Heritage sites, but these exceptional properties do allow us to focus our attention on crucial issues and problems, such as the

need to balance economic progress with cultural continuity and to live in harmony with nature. We confront these problems on a smaller scale every day in every community in the world.

James Charleton is a historian with the History Division, NPS, who is responsible for coordinating the documentary studies which are the basis for the final U.S. nominations to the World Heritage List.

# US/ICOMOS Interns Work with HABS/HAER Summer Teams

**Sally Kress Tompkins**

The Historic American Buildings Survey/Historic American Engineering Record (HABS/HAER) has been accepting students and young professionals from other countries on their summer teams under a program sponsored by the US/ICOMOS. These interns, who have come from Canada, Japan, West Germany, Ireland and the United Kingdom, have made valuable contributions in architecture, engineering and history to HABS/HAER recording and inventory teams. In turn, they have participated in a valuable and productive summer of professional work.

This cooperative venture between HABS/HAER and US/ICOMOS emerged out of an international conference on architecture held in conjunction with the celebration of the 50th anniversary of HABS in November 1983. The cooperative agreement on this venture was expanded to include the use of interns from other countries on HABS/HAER recording teams during the summer of 1984.

Initially, the focus of the joint HABS/HAER and US/ICOMOS efforts was on recording cultural properties on the World Heritage List. The first project benefiting from the agreement was the San Juan National Historic Site (NPS), a World Heritage Site in Puerto Rico. As the program grew, the number of World Heritage Sites being recorded was not sufficient to employ the number of interns applying to the program and, therefore, interns were placed on recording projects whose structures and sites might be considered for World Heritage status at some future time. This resulted in interns working in parts of the U.S. not generally known by foreign visitors. As a result, ICOMOS interns had an opportunity to take part in occasions such as the Grundy County corn festival along the Illinois and Michigan Canal National Heritage Corridor southwest of Chicago, and to visit architectural master works such as Frank Lloyd Wright's Falling Water in Ligonier, Pennsylvania.

Some interns have worked on historic sites with special meaning to them. This was the case with Michael O'Boyle from the University of Dublin, one of whose ancestors had immigrated to the U.S. and found his first job in the coal mines of Pennsylvania. By coincidence Michael, during the summer of 1986, found himself as part of the first HAER team to record a historic coal mine, the Kaymore Mine at New River Gorge National River (NPS) in West Virginia.

While gaining a knowledge of American culture, the interns have also found their summer experience unique and rewarding in relation to their chosen profession. Sharing in the actual production of a series of measured drawings or an inventory that will be used in future preservation activities gives them a sense of accomplishment. In some cases, the professional enhancement provided by the internship is immediately evident. Yasuyuki Itoh, an intern from Japan who had written his master's thesis on the architect Paul Cret, worked on a HABS team to record a Colonial residence at Kenmore (1752), in Fredericksburg, Virginia, in 1984 and enjoyed numerous opportunities throughout his internship to visit examples of Cret's architecture in the Washington, DC area.

HABS/HAER, in turn, has found in the interns a group of able professionals who contribute to the success of a project often adding skills lacking among their American counterparts. Rappelling, which was required to measure the walls of Santa Teresa Battery at Castillo de San Cristobal, San Juan National Historic Site in 1986, found a ready and willing practitioner in Michael Beary of Ireland; and Timothy Whittaker of Great Britain brought a thorough knowledge of rural vernacular architecture and placement of farm buildings to assist a 1986 team doing an inventory of a rural area in Will County, Illinois.

To be selected for a HABS/ HAER summer team, potential interns must submit samples of their work for evaluation by a HABS/ HAER panel and must qualify at the same level as students from the U.S. who apply to work on HABS/HAER teams. Once selected, the ICOMOS interns must put forward a great deal of independent effort—traveling to the site, finding housing and establishing themselves in the local community.

Funding for the program comes from a variety of sources. For the past two years, the United States Information Agency (USIA) has provided a grant to ICOMOS under its Youth Exchange Program for the administration of the program. Stipends for the interns, however, have been provided by HABS/HAER and a variety of other public and private agencies and organizations with UK/ICOMOS providing in-kind support.

The coming summer will be the fourth year that this program has operated. Given necessary funding, US/ICOMOS and HABS/HAER intend to launch another successful season.

Sally Kress Tompkins has been an architectural historian with the Historic American Buildings Survey since 1979. She was named Deputy Chief of HABS/ HAER in 1984.

# Computerizing NPS Collections

**Ann Hitchcock**

The Automated National Catalog System (ANCS) is a computerized program for accessioning and cataloging cultural objects and natural history specimens in National Park Service collections. Development of the ANCS was coordinated by the Curatorial Services Division, NPS, Washington, with programming provided by the Information and Data Systems Division. Other NPS offices made major contributions to the development, including the Carl Sandburg Home National Historic Site, the Western Archeological and Conservation Center and the Southeast and Southwest Regional Offices. The National Catalog Steering Committee, composed of regional, Center, and park staff representatives from cultural and natural resources disciplines, computer specialists and computer users, and a data systems specialist from the Smithsonian Institution, guided the development process. Numerous parks tested various versions of the system and their comments have been critical to the process of refining the first release.

The ANCS has a cultural component that is used to catalog collections that include history, archives, fine arts, archeology and ethnography; and a natural history component to catalog biology, geology, and paleontology specimens. Field-generated data such as field notes, photographs and media files are accommodated in the system. Standardization of certain data fields facilitates universal searches, researcher access to collections data, inventories and accountability for cultural and natural history collections. The classification system is applicable to cultural objects and natural history specimens throughout the United States. Because of its wide-ranging application, the system will be of interest to other museums.

The ANCS validates discipline-specific and collection management data and produces museum catalog records and a variety of standard reports on fields such as collection provenience and object condition, as well as scientific and common names and can readily produce ad hoc reports on selected data elements such as materials, photo number or eminent figure association.

NPS units seeking to obtain the program disks and the user manual must complete a registration form available from each regional office. All registered NPS users will receive technical support from the regional offices, which will in turn receive technical support from the Curatorial Services Division and the Information and Data Systems Division in Washington. Presently, over 200 users are registered to receive the first release.

Museum professionals outside the NPS, both in the United States and internationally, have expressed interest in the program. Articles on the program are soon to be published in *Curator* (published by the American Museum of Natural History) and *Spectra* (published by the Museum Computer Network). The system was demonstrated at the American Association of Museums Annual Meeting in June 1987. Although the ANCS program was developed specifically to meet NPS cataloging and collection management needs, it may be a useful tool for other museums. It will be distributed at cost in response to non-NPS requests. However, at this time the NPS is not prepared to offer technical support to non-NPS users.

Ann Hitchcock is the Chief Curator of the National Park Service.

## **Conference on Russian America**

The Russian Empire once owned the Alaska Region. For over a century Russians explored and settled the area from the Aleutian Islands to California. They brought government, Russian Orthodox religion, and a trade economy which was dominated by the royal monopoly—the Russian America Company. The Russian America Company rivaled the Hudson Bay Company in the fur trade until Russian America was sold to the United States in 1867. Today, Sitka National Historical Park commemorates the Russian colonies in the New World.

In order to further the study of this presence, the Second International Conference on Russian America was held August 19-22 in Sitka, the former capital of the colony. Sitka NHP co-hosted the event, with scholars from the United States, Canada, and Russia participating. Tours of the Russian Bishop's House (1842) at the park and discussions of its restoration were included. Preservation and restoration projects at Fort Ross California, and other sites in Alaska were also on the agenda. The University of Alaska-Fairbanks cosponsored the event with NPS and is working on a publication of the conference proceedings.

# NPS National Maritime Initiative

Edwin C. Bearss

For over two years, the National Park Service has worked with the National Trust for Historic Preservation and the United States' maritime preservation community to respond to 1985 legislation in which Congress requested that the NPS conduct a survey of historic maritime resources; recommend standards and priorities for the preservation of these resources; and recommend the appropriate Federal and private sector roles in addressing these priorities. There have been significant accomplishments in all three areas.

The Nation's maritime resources were placed in eight categories: preserved historic vessels; shipwrecks and hulks (substantially intact vessels no longer afloat but not completely submerged); relevant documentation (logs, journals, nautical charts, ship plans, photographs); aids to navigation (including life-saving and Coast Guard stations); marine sites and structures (canals, docks, wharves, ropewalks, waterfront warehouses, sail lofts, etc.); small craft (vessels less than 40 feet in length and/or less than 20 tons in displacement); artifact collections (fine arts, finishings, tools, scrimshaw, knotwork, parts of vessels, etc.), and intangible cultural resources (traditional shipwright and rigging skills, oral traditions, sea music, folklore, etc.)

The first project completed in response to the Congressional request was a computerized inventory of 206 known preserved historic vessels in the United States more than 40 feet long and 20 tons displacement. This inventory was compiled from existing inventories, including those of the International Congress of Maritime Museums and the World Ship Trust. An additional 50 vessels not previously entered on any of the inventories consulted were added. A group of 25 maritime preservation experts, convened by the Trust at the request of the NPS, identified the historic context of significance for each vessel: national; regional; local; significant to another nation; and not significant. Vessels that possess international significance were so noted. The committee's recommended significance levels were reviewed.

The final arbiter of a vessel's significance would be the state historic preservation officer when a property is evaluated for listing in the National Register of Historic Places or designated by the Secretary of the Interior as a National Historic Landmark. Owners were urged to nominate their vessels to the National Register. Recommendations of the committee as to significance are not determinations of priority for preservation. These determinations will be made later.

The Service also completed a Congressionally directed NHL theme study of World War II Warships. More than 50 vessels were studied and 22 were designated as NHLs by the Secretary of the Interior on January 14, 1986.

To help define standards and assess the preservation needs of historic maritime resources, the NPS accomplished additional important tasks in the past two years:

The NPS and the Association for Preservation Technology (APT) developed and sponsored a workshop and conference held in September 1985, at the National Maritime Museum in San Francisco. More than 25 maritime preservation experts discussed currently used standards for the management and preservation of large museum ships. Proceedings of the workshop, along with a draft standards document prepared by the attendees, were published in a special issue of the APT Bulletin (January 1987).

The NPS is adapting its experience with land-based historic preservation to work toward guidelines addressing maritime preservation. An NPS Historic Structure Report (HSR) for the 1915 steam schooner Wapama was prepared, the first for an historic vessel, and practical experience in adapting existing guidelines and standards was gained.

Working in cooperation with the Trust, the NPS is also drafting standards for the documentation of vessels through experience gained in the HABS/HAER documentation of

the 1887 schooner Wawona. Contours of Wawona's hull were recorded and published by HABS/HAER in September 1986. As part of the regular 1986 HABS/HAER summer field projects, two more historic vessels were recorded. The results of these field projects are being completed and will be available in 1987.

The NPS Submerged Cultural Resources Unit worked during 1985 and 1986 to document shipwreck sites in several NPS areas. Projects included the documentation of substantially intact 19th- and 20th-century shipwrecks at Isle Royale National Park on Lake Superior and USS Arizona and USS Utah at Pearl Harbor. The work of the Submerged Cultural Resources Unit has been published and has established a model for the nondestructive documentation of shipwrecks.

Other Federal agencies, through their on-going programs, are also participants in the National Maritime Initiative. In cooperation with the NPS, the National Oceanographic and Atmospheric Administration (NOAA) is developing a cultural resources management program to deal with maritime preservation and underwater archeology. Regulations, standards, guidelines, and procedures were drafted. Within the NOAA program, the USS Monitor Project, used as a case study, has developed planning and operational documents. Monitor, designed by the Swedish-American engineer and inventor John Ericsson (1803-89), was launched in January 1862 and became the prototype of all future ironclad, turreted warships. It was built to counter the threat of Confederate coastal blockade runners during the American Civil War (1861-65), an important military initiative in the war between the North and the South. Its engagement with CSS Virginia was the first combat of ironclad vessels. It ended in a draw. Monitor sank in the Atlantic Ocean less than a year later, in December 1862, approximately 20 miles east of Cape Hatteras, North Carolina. It was designated a National Historic Landmark in 1986—the first submerged maritime resource in the United States to receive this recognition. Currently, an interdisciplinary government team, using a remotely operated underwater vehicle, is making an underwater archeological survey of the wreck of Monitor.)

To encourage the nomination of maritime resources to the National Register of Historic Places, NPS staff prepared a bulletin titled, "Nominating Historic Vessels and Shipwrecks to the National Register of Historic Places" (National Register Bulletin #20) in late 1986.

Workshops to familiarize the maritime preservation community with the nomination process were conducted at the Trust's annual conference in October 1986, and at the annual Conference on Underwater Archeology in January 1987.

The nomination of vessels to the National Register provides a comprehensive review and assessment of significance for these resources using a uniform set of criteria. National Register status of properties should be one of the factors considered when setting priorities for preservation.

# Beyond U.S. Borders: A Commitment to Cooperation

Robert C. Milne

With the establishment of Yellowstone National Park in 1872, the concept of a government setting aside nationally significant natural areas for protection and public enjoyment—and for future generations—rapidly spread worldwide. Captured in the minds of travelers and on the canvases of artists, the "national park idea" was carried elsewhere in the American West and internationally to Canada (1885), Australia (1894), New Zealand (1887), and Africa (1898). National parks were also established in Europe, Asia, and Latin America by the early 1900s.

Considering the diversity and abundance of undisturbed natural phenomena and scenic wonders in the United States, as well as the relatively recent experience of frontier life, it is not surprising that natural resources became a dominant preoccupation of Americans. Because of this preoccupation and the dual preservation and enjoyment mandate of the National Park Service which was established in 1916, the American public soon developed strong and lasting associations with an emerging conservation ethic and developed national pride in the conservation of unique natural areas such as Yellowstone, the Grand Canyon, the Great Smoky Mountains, and the Everglades.

By comparison, an appreciation of our cultural heritage and the development of national competence in cultural heritage protection and management have followed different paths and have evolved more slowly. Although the private sector and some state governments acted to protect sites of historic significance in the mid- and late-19th century, it was not until 1906 that a national concern for the protection of a prehistoric Indian site, Mesa Verde in Colorado, resulted in the Antiquities Act which sought to protect archeological resources. Widespread public concern was expressed only after significant inroads had been made on the pre-Columbian cultural wealth of the United States. The objects and ethnographic systems of early America were initially perceived as being relatively insignificant when compared to the cultural traditions of Europe. Through the late 19th century and early part of the 20th century, commitment to cultural heritage conservation tended to follow the established views of the European colonizers and even tended to ignore not only pre-Columbian culture but also the cultural achievements of the colonies and of the new Republic. National pride in these achievements gradually changed, particularly after the 1876 Independence centennial celebration and the international exhibition in Philadelphia.

The creation of the National Park Service in 1916 served in the early 20th century to provide a central focus for the protection and enjoyment of the nationally significant natural heritage. However, with the expansion of the national park system, the NPS began to perceive it was becoming more and more the custodian of cultural monuments and sites which required a whole new "set" of management and professional conservation skills. For example, in 1933—in the midst of the Depression—a program to provide work for architects was created to document historic structures throughout the country. This program, the Historic American Buildings Survey (HABS), was based on a tripartite agreement between the NPS, which administered the program, the American Institute of Architects, and the Library of Congress, where the records—which were primarily architectural measured drawings—were to be housed. Subsequently, because the NPS was perhaps the only Federal agency which had any expertise in the field of historic preservation, most Federal programs relating to this field came under the umbrella of the

NPS (e.g., the National Register of Historic Places and the Historic American Engineering Record).

For more than a century, it has been the policy and practice of the United States government to cooperate with other nations to preserve the natural heritage through sharing concepts and expertise. Gradually in the 20th century this policy was extended to the cultural heritage. Associated with the responsibility of maintaining the integrity of heritage properties under the jurisdiction of central governments, most nations have developed domestic and international networks for sharing important and related information, scientific knowledge, and technical skills. This occurs both on a multilateral basis (through conventions, treaties, international organizations, and participation in inter-governmental and nongovernmental organizations) and on a bilateral basis through a variety of agreements. Exchanges are promoted also through meetings, conferences, training, and publications which have proven equally vital to the institutional and professional growth necessary to insure the protection of heritage resources. In order to "pursue" and protect the past, it has been essential in many instances to turn to original source materials in the archives of other nations. Original records, documents, and ship manifests continue to illuminate many sites and structures of American heritage. Similarly, advances in computer technology and remote sensing as applied by the NPS are helping other nations obtain and integrate previously unobtainable information. This results in more comprehensive and efficient heritage management.

The manner in which visitors are guided to explore and assisted to understand heritage resources has become a hallmark of the National Park Service. The skill and experience in blending and balancing preservation, research, and new technology with sensitive planning, development and interpretation—without compromising resource values—are now increasingly sought from the NPS by other nations. In 1986, the NPS received 178 requests for international cooperation. This number will be surpassed by 10-15 percent in 1987. Of those related to cultural resources, the majority involved the enhancement of visitors' on-site experience. There has been a steady increase of professionals who come to the U.S. each year to observe and discuss park visitor and resource management techniques. Of those 605 professionals and managers from 55 countries requesting schedules and appointments with counterparts in the NPS in 1986, over 35 percent structured their visits around cultural resource interests and objectives. There is every indication that foreign interest in the NPS approach to cultural resource management will expand.

In order to respond to these commitments and requests, the NPS has an Office of International Affairs, which serves as the primary contact between the NPS and the world conservation community. Although the NPS does not have the direct budget capability to fully support the current range of international activities, it has been possible for the Office of International Affairs to arrange for funds from a variety of other sources including the U.S. Agency for International Development (USAID), the State Department, international organizations, and the private sector in many instances. Many international projects are also undertaken on a reimbursable basis from the recipient governments.

The following examples of international cultural resource projects illustrate the particular relationships of NPS programs to one or more of these requirements:

**International Treaty and Public Law Direction.** A preeminent example is the World Heritage Convention. This convention has established a system of international cooperation for recognizing, designating, and protecting natural and cultural properties of outstanding universal value; the Convention also calls for signatory states to assist each other on bilateral bases. The U.S. was the first nation to ratify the Convention (1972). The National Historic Preservation Act, as amended in 1980 (P.L. 96-515), designates the Secretary of the Interior as the principal U.S. government officer to direct and coordinate U.S. activities under the Convention. Staff support is provided by the NPS.

Under the U.S. Constitution, treaties to which the U.S. is a party constitute the supreme law of the land. The World Heritage Convention is therefore one of the highest legal mandates for our NPS international program. Because of the growth in membership of the Convention, most "bilateral" projects are also now done in cooperation with other member nations. For example, cooperation with the People's Republic of China under U.S./China bilateral agreements also involves cooperation with another member nation of the Convention and assists the US in meeting Article 6 of the Treaty which calls for such cooperation.

The NPS has provided cultural resource assistance to 18 World Heritage member nations and has worked on the management and safeguarding of 41 designated World Heritage Sites. This has allowed the U.S. to make strategic contributions for the protection of the most outstanding and unique cultural properties, recognized under international law, in the world today.

**Bilateral Agreements.** The NPS actively participates in 12 formal bilateral agreements with other nations involving regular and continuing interaction with counterpart institutions. For example, the People's Republic of China and the President of the United States signed the U.S./China Cultural Agreement in 1979, which authorized implementing accords for each successive two-year period. The NPS subsequently has been directed by the President to cooperate with the Chinese government in the development of their national parks and in the preservation of their historic monuments. Another example of a bilateral agreement is the "Memorandum of Understanding" with the English Countryside Commission which provides for technical exchanges relating to the conservation and management of natural and cultural resources.

**Congressional Direction.** The U.S. Congress has recognized the international role of the NPS and directed international cooperation in both natural and cultural resource conservation. The National Environmental Protection Act (1969), the Endangered Species Act (1973), the National Historic Preservation Act, as amended (1980), and the International Environmental Protection Act (1983) have increased NPS involvement outside the U.S. The Congress has provided special U.S.-owned foreign currency appropriations to the NPS for cooperation in India, Pakistan, Burma, and Poland. The NPS has been requested by these four governments to cooperate in cultural resource conservation projects. The government of India has proposed NPS involvement in several long-term projects for the study and assessment of restoration and management options for some of India's major historic sites. These include the proposed Taj Mahal National Historical Park (India's first historical park); traditional villages and vernacular architecture; and historic Buddhist sites. Projects are also being considered to assist in developing photogrammetric capabilities and a visiting lecture program in historic preservation.

Outside the scope of governmental bilateral agreements, the NPS also directly receives requests to cooperate with other nations in cultural resource conservation projects. Financial support for the Service's involvement in such activities usually comes from the requesting government, from bilateral/multilateral development assistance or conservation organizations, or donations from the private sector.

One of the earliest such projects involved a NPS technical assistance team to Jordan. (see article by Hugh Miller in this issue of the Bulletin). The project had a cultural resources focus and a strong relationship to cultural tourism development. NPS representatives assisted in comprehensive planning and made recommendations for site restoration/management and cultural tourism development in Jordan.

In 1986, the government of Dominica requested services of a historical architect to record and prepare measured drawings for historic properties in the Cabrits National Park. The objectives of this project had a high priority for Dominica and it therefore provided travel and expenses for the NPS representative for one month. The results of this project, including recommendations for restoration and adaptive use strategies, form the basis of

materials which the government of Dominica will present in support-of funding requests for project implementation.

Under the Spain/United States Treaty of Friendship and Cooperation funds have been made available to support cooperation between both nations. Through this mechanism the NPS Office of International Affairs has established contact points with the Spanish Ministry of Culture, and has subsequently obtained funding support for dual research projects which have given access to Spanish archives relating to the Spanish colonial period in North America and the Caribbean. The Ministry of Culture is researching historical archives in Spain pertaining to historic sites within present-day United States territory and providing microfiche copies to the NPS to assist in its own research and interpretation programs. As a companion activity NPS personnel, in cooperation with US/ICOMOS, are preparing an inventory of Spanish colonial properties of national significance on present U.S. territory. The project is one of the first activities of the NPS relating to the 1992 Columbus quincentennial.

Under the U.S.S.R/U.S. Environmental Agreement the NPS has the principal lead in a new project relating to heritage resources conservation and management. Although currently at a preliminary stage in planning, the project will focus on preservation issues of mutual interest such as archival records relating to the Russian exploration and settlement period of North America, restoration skills for historic buildings, temporary loan of artifacts for exhibitions, and coordination of techniques and results of permafrost archeological research related to the Bering Land Bridge. Under this project Soviet participation is being requested for the NPS-sponsored Second Conference on Russian America held at Sitka, Alaska, in August 1987 (see notice in this issue of the *Bulletin*).

Consistently and increasingly U.S. negotiators and managers of bilateral agreements in science, technology, education, and culture are approaching the NPS for participation. The State Department has recognized that the conservation of national heritage resources is a subject of great concern to other nations and that cooperation in this subject area allows for a professional and non-controversial Interaction between the governments involved.

As with most examples of international cooperation and exchange, these programs make an important contribution to international understanding. As noted recently by the NPS Associate Director for Cultural Resources, "In our small way we are part of the apparatus of world peace... the heritage of one human being is the cultural heritage of all human kind. Knowing that we have much to offer as well as to gain, we participate because ultimately it is the right thing to do."

In summary, NPS international activities in heritage resources have involved some of the finest expertise and experience that the U.S. has to offer. The NPS remains primarily a domestic agency with domestic priorities for our financial and personnel resources; therefore, our participation has limits. However, specific public laws have directed the NPS to look beyond the nation's borders and take a wider world view.

The National Park Service has been generally able to balance these sometimes conflicting demands. For a minimal investment of NPS resources, the international programs have encouraged other sources of funding and private sector cooperation to not only meet the minimum requirements of treaty and statutory direction, but to create a good "track record" in the international field. As is apparent from the examples given above, the role of the NPS is most often to provide initial direction—based on the best available technical expertise—for subsequent steps taken by the governments concerned. As the members of ICOMOS assemble in Washington in October 1987 for their eighth General Assembly, it is especially appropriate for NPS employees to reflect on this record and on future contributions.

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